

REPORT OF THE TOWN GOVERNMENT STUDY COMMITTEE
APRIL 22, 1986

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I. CHARGE

At the annual town meeting of March, 1985 under Article 59, the Town Meeting voted that a nine-member committee be appointed by the Moderator to be known as the Town Government Study Committee. The Committee was directed to study and make recommendations on such issues as:

- A. The structure of town government;
- B. The quantity and composition of elected and appointed boards and committees;
- C. The consolidation of overlapping jurisdictions;
- D. The role of the Advisory Committee;
- E. The size of town meeting;
- F. Any other topic related to town government that the Committee deems appropriate.

The Committee was instructed to hold public hearings and to make a report of its findings to the Annual Town Meeting in the spring of 1986. The sum of \$1,000.00 was appropriated for the use of the Committee. At the Special Town Meeting held in September, 1985, an additional sum of \$6,510.00 was appropriated.

Shortly after the Committee was constituted, the Committee met with the Moderator and the Board of Selectmen to discuss its charge (a copy of which is attached to this report and marked Appendix "A"). It was agreed that if the Committee should decide to make recommendations, they would be conceptual in nature; and that the Committee would not become involved with the re-writing of specific by-laws or the drafting of any special acts for the State legislature.

As the Committee reached conclusions and prepared its recommendations, it realized that there would be insufficient time to familiarize the citizens of Wellesley with its recommendations. Therefore, the Committee requested permission to postpone its report to a Special Town Meeting to be held May 19, 1986.

The Committee is grateful for the broad based citizen participation and cooperation throughout the process.

II. PROCESS AND FINDINGS

A. Process

With few exceptions the Committee met weekly commencing in May of 1985 through April of 1986.

The first task was to determine if there was in fact sufficient reason and sentiment to require anything more than minor modifications in Wellesley government. The Committee was ever mindful of the philosophy stated by some people..."If it ain't broke, don't fix it". Nonetheless, it became clear over time that certain concerns raised repeatedly are problems. The list of these concerns and issues as well as many suggestions for addressing them have come from a wide variety of sources including:

1. Extensive interviews with past and present Town officials (elected and appointed), town employees and other knowledgeable individuals.

Private citizens were invited to render their opinions with specific requests to Town Meeting members to give their insight into the present structure of Town Government. In addition to the citizens of Wellesley, the Committee had the benefit of input from members of the Executive Office of Community Development and from the Town Managers of Natick, Needham, Winchester and Watertown.

2. Review of the available literature and work done by past Town Committees.

A large body of written material including several charters of other towns both within and without the Commonwealth, as well as several reports by prior Town Committees within Wellesley and publications by the Massachusetts Municipal Association, the Executive Office of Communities and Development, and the League of Women Voters .

3. Knowledge and experience of Town Government Study Committee Members.

The TGSC is comprised of nine people with wide experience in Town Affairs. Its members have served as Town Meeting Members, held a variety of other elected and appointed Town positions, such as Moderator, Selectman, School Committee Member, Advisory Committee member, By-law Study Committee member, Capital Budgeting and Investment Committee member, have been actively involved in other relevant organizations such as the League of Women Voters, and have been active in the Town as a whole.

4. Data gathering and analysis carried out by members of the Committee.

5. A detailed questionnaire soliciting opinions from the citizens.

TGSC Questionnaires were mailed to each residence in Wellesley. A significant number of responses were received (approximately 20%). A copy of the Questionnaire with the responses is attached hereto as Appendix B. The respondees have the following characteristics:

- a. 78% have lived in town more than 8 years and 67% more than twelve years.
- b. 66% have had children in the Wellesley school system but only 25% are currently involved.
- c. 22% have served in Wellesley Town Government.
- d. 29% would be willing to run for an elected office
- e. 60% would be willing to serve in an appointed capacity.

B. Findings

The TGSC concluded that improvements can and should be made within the Wellesley Town Meeting form of Government. The TGSC feels strongly that it would be imprudent to put off making the kind of changes required to function more effectively in today's complex society until Wellesley finds itself in a crisis situation.

The following are the major concerns and issues regarding Town Government:

1. Insufficient communication and coordination;
2. Insufficient accountability;
3. Poorly defined and overlapping responsibilities;
4. Inadequate long range planning;
5. Difficulty in setting Town-wide budget priorities;
6. Difficulty in obtaining volunteers, particularly for elected office;
7. Increasing complexity of Town Government, including the impact of federal, state and regional regulations;
8. Inadequate commitment of some Town Meeting members (poor preparation and attendance);
9. Unreasonably time consuming workload of the Advisory Committee;
10. A cumbersome budget process;
11. A desire to maintain citizen participation and a set of checks and balances.

III. ALTERNATIVES

After identifying the problems inherent in Wellesley's structure of government, the task of the Town Government Study Committee shifted to evaluating the relative pros and cons of other options.

The Executive Office of Communities and Development (EOCD) as well as the Massachusetts Municipal Association (MMA) served as prime sources of information about the experience of other cities and towns in Massachusetts; in addition, their referrals led the Committee to interviews with officials and employees from Winchester, Natick, Needham, and Watertown. EOCD and MMA also were able to clarify constitutional and statutory issues for the Committee. Edward Gear of the University of Massachusetts in Amherst and his book "The Modernizing of Local Government" functioned as another valuable resource.

Not wanting to limit its investigation to Massachusetts or even New England, the Committee also heard from many townspeople who had first hand experience with municipal government in other parts of the country.

The following is a summary of the alternatives considered by the Town Government Study Committee and their appropriateness for Wellesley.

A. CITY FORM OF GOVERNMENT

Wellesley is presently classified as a town. However, any municipality with more than 12,000 residents is eligible for city status.

There are two basic forms of city government: 1. an elected mayor and council. 2. an elected council with an appointed Administrator. The benefits of a city form of government are twofold. A city is allowed a significantly larger debt ceiling, and a city may schedule its municipal elections to coincide with state and federal elections in November. These are financial and organizational advantages but if a town adopts a city form of government, Town Meeting is replaced by an elected council which serves as the legislative body. The running of such a municipality is placed in the hands of a few elected officials who act as both the executive and legislative branches of the government.

For Wellesley the benefits of changing to city status would be minimal. So far Wellesley has no need to expand its debt limit, so the financial advantage of city status does not apply.

The Committee did hear from a very small but articulate minority who advocate abolishing Town Meeting in favor of a council form of government. Their principal argument is that Wellesley's \$32 million budget requires the efficient and professional management possible when legislative and executive powers are highly concentrated. Although there is a growing demand in town for some organizational change to improve efficiency and coordinate duties among Wellesley's various

boards and committees, at the same time there is a very strong desire to maintain the citizen involvement that has always been considered one of Wellesley's greatest assets. "The volunteers in this town should not be put out of business." The Committee concluded that efficiency at the price of citizen participation is not the goal and that the major change to a city form of government would be inappropriate at this time.

B. TOWN FORMS OF GOVERNMENT

The Town Government Study Committee has focused primarily on forms of "town" government. The following descriptions detail the executive branch of local governments in which Town Meeting, open or representative, serves as the legislative branch.

The alternatives range from a decentralized to a centralized structure of authority. Wellesley's current form of government, with twelve elected boards, is a decentralized form of government (see Appendix C). Each board is independent and answers to no one but the voters. The Selectmen appoint an Executive Secretary to act in any matters which they may assign to him/her relating to the administration of any town office or department under their supervision and control. With the approval of the Selectmen the Executive Secretary may perform such duties as may be requested by other town officers, boards, committees or commissions. Wellesley's Executive Secretary has no authority over any boards but only facilitates their operation.

The Town of Wellesley has had this decentralized form of government for over 30 years. This "horizontal" format has the greatest potential for administrative inefficiency because of board independence, overlapping responsibilities, and inadequate communication.

The more centralized alternative consists of an elected School Committee, an elected Board of Selectmen with an appointed Town Administrator (or Town Manager or Executive Director), and more appointed boards than elected boards. Variations within this form relate to the strength of the professional administrative position. The "strong" town administrator may appoint key administrative officials, boards, and employees without the direct approval of the Selectmen. A contract for three years enhances the independence of the strong administrator. In contrast, a "weak" administrator may have fewer or no appointive powers and serves at the will of the Selectmen.

When changing the structure of government, variations can be legislated to fit the needs of individual towns. By law, the Selectmen, School Committee, and in some cases the Housing Authority must be elected. A town may choose to establish by

election or appointment any other boards. There is total flexibility in determining appointive powers. Typically, the Selectmen appoint boards and commissions; the Administrator appoints officers, department heads and employees. Among other duties of the administrator are supervision of daily operations and budget oversight and preparation. The Administrator is accountable to the Selectmen for implementing the policies set by Town Meeting and the Board of Selectmen.

The expertise demanded of an administrator today is extensive. Under Proposition 2 1/2 municipalities have had to re-examine their financial priorities, and the budget process has become more time consuming. It is a more difficult task to provide the same services efficiently and economically as well as to anticipate future needs. Also, regional issues as well as state and federal regulations have become increasingly intricate.

The hiring of a Town Administrator or Executive Director may facilitate the coordination and efficient operation of town services on a daily basis, but where does the volunteer fit in? Town Meeting remains intact as do many boards, commissions and advisory committees. Many volunteers who hesitate to run for elected positions are willing to accept appointed ones. Under this variation fewer positions would be elected and more would be appointed. With less involvement in operational details, volunteers should find their time used more wisely.

Although the trend in Massachusetts is in the direction of Town Managers and Town Administrators, the Committee considered carefully the arguments against such a move for Wellesley. Despite its fragmented nature, Wellesley's government presently works. The introduction of a Town Administrator (or even By-law changes) could bring considerable initial upheaval with the consolidation of some boards and other boards being appointed instead of elected. Some current boards are reluctant to sacrifice any independence. Also, there is a fear of fewer checks and balances with more centralized management. The present system in Wellesley has been in existence for many years, and the concept of change is threatening to some. With this as a background, the Town Government Study Committee worked toward a consensus of what the next step for Wellesley might be.

IV. SUMMARY OF RECOMMENDATIONS

Many of the Committee's recommendations address more than one issue or concern simultaneously. The following sections relate each of those recommendations to the relevant concerns and discuss the reasons for each.

The Town Government Study Committee recommends that:

- A. The Town Meeting form of government be retained and strengthened;
- B. The functions of the present Board of Public Works and Selectmen be combined under an expanded Board of Selectmen;
- C. A highly qualified professional manager called the Executive Director of General Government Services, be hired to work with the Board of Selectmen;
- D. The number of elected Boards and Committees should be reduced;
- E. some Boards and Committees formerly elected be appointed;
- F. a Nominating Committee be established;
- G. Long Range Planning Committee be established.

V. DETAILS OF THE RECOMMENDATION

A. Town Meeting

Currently, redistricting based on population is taking place in Wellesley. By the Spring of 1987, there will be seven precincts whose population, in numbers of citizens, will be approximately equal. The Town Government Study Committee recommends that each precinct elect thirty (30) representatives to the Town Meeting and that the terms of the representatives be staggered so as to provide for ten (10) to be elected each year. The result of this will be to make the Town Meeting a total of 210 members as opposed to the present Town Meeting of 240 members. In addition, to keep their seats members will be required to attend 70% of the sessions of each Town Meeting. (see Appendix D) The powers and duties of the Town Meeting, however, would be unchanged.

A few knowledgeable individuals spoke in favor of eliminating the Town Meeting form of government in favor of a Mayor or Town Council. However, the overwhelming sentiment among past and present Town officials as well as among the citizens (84% of questionnaire respondents) was to retain Town Meeting. Although questionnaire respondents were about evenly divided on the issue of size, they clearly indicated a desire for some change (66%) and overwhelmingly (88%) favored a minimum attendance requirement for Town Meeting members.

To maintain broad based citizen control over Town affairs the TGSC recommends retention of the representative Town Meeting form of government. However, to improve the quality of participation, a reduction in the number of TM members and a minimum attendance requirement are recommended. It is believed that these changes will increase the competition for TM membership and encourage more active participation by those who are elected.

B. The Town Nominating Committee.

Each precinct-group of Town Meeting members would be required to meet at least once annually for the purpose of electing from their number a representative to the Town Nominating Committee (TNC). It would be the duty of the Town Nominating Committee to identify and solicit, from all sources possible, including the appointing authorities, persons able and willing to serve the Town as volunteer members of boards and committees. The Town Nominating Committee would present a pool of names names of candidates to the various appointing authorities.

The Nominating Committee elected by the TM members of each precinct is recommended to provide a Townwide base from which all appointed officials must be selected. It will serve as both a check and balance to the appointing bodies as well as an aid in finding qualified people for the various offices.

C. Reorganization and Consolidation of Boards and Departments

Under the existing structure, there are 12 independently elected boards and officers of the Town. With the retention of Town Meeting the Town Government Study Committee recommends there be three branches of town government with three elected heads.

1. Schools - The School Committee
2. Libraries - The Board of Library Trustees
3. General Government Services - The Board of Selectmen

The number of members of each elected Board would remain the same except for Selectmen. Terms of office would be staggered to allow for continuity of membership on the Board.

Each Board would appoint a full-time paid professional to serve as the Chief Operating Officer of that branch of the government. In turn, that chief operating officer would appoint, with the approval of the elected Boards and within the Town-Meeting-approved budgets, the staff needed to operate that branch of government.

The powers and duties of the elected Boards and the Moderator would be unchanged from what they now are except the authority and workings of the Board of Selectmen would be modified to reflect whatever new responsibilities are required by way of the consolidation of boards and re-organization of the existing departments.

The TGSC views reorganizing and consolidating some of Wellesley's 12 independently elected Boards as critical to the success of any change in the structure of Town government. This opinion is strongly shared by citizens (78% of the questionnaire respondents agreed that "Many current boards should be combined or eliminated"). As might be expected, current Town officials were less enamored of the concept of consolidation. Although many did agree with the concept in principal, they understandably differed in the specifics of implementation.

One of the more difficult issues we faced in the reorganization and consolidation was the converting of some elected boards to appointed bodies. Contradictory inputs were received from both Town officials and the questionnaire respondents. As indicated earlier 78% support combining or eliminating boards to increase responsiveness. However, 65% of the questionnaire respondents did not agree that "Many boards, currently elected, should be appointed"; and elected Town officials, who may have agreed that it was not necessary to elect all present boards, usually felt that their particular board should remain independent and elected. However, the TGSC recognizes that it is an administrative impossibility to have one elected board report to another elected board or to an appointed Town employee. To complicate the situation further there are numbers of specialized areas presently represented by both elected and appointed bodies (e.g. Recreation, Natural Resources, Planning, Council on Aging) where it is important to continue the strong citizen participation of the past.

The response to these conflicting needs is to reduce the number of elected boards in Town and to have the Selectmen and where appropriate, the Moderator with the guidance of an elected and geographically representative Nominating Committee appoint the other boards and committees. These appointed bodies will work with their respective departments in an advisory capacity. They may suggest but not direct. (The Planning Board, the ZBA, Town Clerk, Board of Health and the Natural Resources Commission are exceptions when they have statutory roles and enforcement powers.) They will also provide substantive input to the Selectmen in their area of expertise or interest. For example, the appointed Utility Commission will play a significant role in helping the Director of Public Works, the Executive Director, the Selectmen, and the Town Meeting deal with the complex and critical issues involved in providing secure, economical, long term water, sewer and electrical systems.

Citizen input - advice, counsel, and approval - will continue as an important part of the Town government.

In order to address the concerns relating to communication, coordination, overlapping responsibilities, accountability, and difficulty in obtaining volunteers, especially for elective office, those Boards and Committees which fit into the broad category of General Government and tend to interrelate most in the complex task of providing the broad range of desired governmental services have been consolidated. Because of State legal requirements the TGSC did not consider consolidation of the School Committee. The Library Trustees remain an independently elected board because they are a sub-regional library obtaining a significant portion of their funds from sources outside the Town. Furthermore, while cooperation is required, their services tend to be reasonably independent of most other Town boards.

To further enhance coordination, communication, accountability and efficiency, similar services have been grouped together into six departments within the expanded General Government area. For example, the Human Services Department under a single Director will be better able to share information and resources, including staff, and develop overall programs while still serving individual constituencies (e.g. youth, the elderly, veterans); the Department of Public Works will remain intact including the utilities and added responsibility for Town wide building and grounds maintenance (but not custodial services). The Planning and Preservation Department will provide a clear focus for dealing with related issues such as open space, zoning, wetlands protection, controlled growth, etc.

Each of the branches would be directed by an elected board which, in turn, appoints staff and volunteer citizens to perform various duties. (See proposed organizational chart Appendix E)

<u>Branch of Government</u>	<u>Elected Head</u>	<u>Appointed</u>
Town Meeting	Moderator	Audit Committee Advisory Committee Capital Budgeting and Investment Committee
Schools	School Committee	Superintendent/Staff
Libraries	Library Trustees	Head Librarian/Staff

General Government
Services

Selectmen

Executive Director/Staff
Town Counsel
*Town Clerk
Constables
Personnel and
Retirement Board
**Utilities Board
*Natural Resources
*The Planning Board
Historic District
Zoning Board of Appeal
Cable TV Advisory
Cable Access
Celebrations Committee
Fair Housing
*Housing Authority
Youth Committee
Council on Aging
*Board of Health
*Recreation Commission
***Permanent Bld. Committee

*Indicates boards or officers which are currently elected and would now be appointed.

**A new Board responsible for advising the Selectmen on all the utilities.

***The Permanent Building sub-division within the Department of Public Works is a newly created department to bring staff assistance to the present entirely volunteer committee and to place the responsibility for long-term maintenance and improvement for the Town's physical plant in one department.

The function of the appointed Boards, Committees, and Officers would be substantially the same as they are currently including their right or requirement to appoint, e.g., NRC would still appoint the Wetlands Protection Committee.

D. GENERAL GOVERNMENT SERVICES AND SELECTMEN

The TGSC recommends that the responsibility for coordinating, planning, and implementing the services and programs now provided within the Department of Public Works and the area commonly referred to as General Government Services be organized under one elected Board to form a single branch of government.

To provide the kind of leadership required for the new General Government organization, the Selectmen will change to a more policy oriented group, delegating daily operational duties to a highly qualified professional. However, to effectively understand and oversee this new organization, the Board should

be expanded to five members from its present three. 66% of questionnaire respondents felt it would be inappropriate to expand the jurisdiction of the Selectmen while leaving the Board at its present size. Furthermore, in response to three different questions, 2/3 of the respondents felt that a professional administrator appointed by the Selectmen should conduct Town business on a day to day basis and should also initiate and coordinate the budget process following policy set by the Selectmen. This restructuring will help to provide the increased supervision and coordination which many Town officials and 80% of the questionnaire respondents agreed was of concern.

The first expanded Board of Selectmen should be comprised of the two incumbent members of the Board of Selectmen and of the Board of Public Works at the time of implementation. The fifth member should be elected by the citizens at large. This arrangement will provide the continuity and expertise required to effectively meld the complex functions previously operating independently. Additional continuity and expertise for other areas will be provided by a set of appointed advisory boards and committees.

Within the General Government Service Branch there will be six departments for the purposes of budgeting and management. Within each department, there would be a further division of responsibilities and workload. The six departments and their sub-divisions would be as follows:

1. The Department of Buildings and Public Works

- Utilities - Electric light
- Water
- Sewer

- Engineering
- RD Facility
- Highway
- Park and Trees
- Program Management
- Permanent Building

2. Department of Planning and Preservation

- Planning Board
- Design Review
- Landscape Advisory
- Zoning Board of Appeals
- Natural Resources
- Wetlands Protection
- Long Range Planning Committee of N.R.C.
- Historic District
- Historic Commission

3. Department of Public Safety and Communications

Police
Fire
Building Inspections
Sealer of Weights and Measures
Cable Television Advisory
Cable Access

4. Department of Human Services

Health
Recreation
Council on Aging
Youth Commission
Veterans Services
Housing Authority
Fair Housing
Celebrations

5. Department of Financial Management

Financial Services
Treasurer
Assessors
Insurance
Data Services

6. Department of Records and Election Services

Town Clerk
Election Officers
Registrar of Voters

E. THE APPOINTMENT OF AN EXECUTIVE DIRECTOR OF
GENERAL GOVERNMENT SERVICES

In order to change the structure of Town Government from a horizontal to a pyramidal one, it is necessary that the Board of Selectmen have a highly qualified Executive Director of General Government Services. To provide stability, the TGSC recommends that the EDGGS appointment be for no less than three years. The Executive Director appointed by the Selectmen and working under their policy guidelines will, subject to the approval of the Selectmen, appoint the heads of various departments reporting to him/her. The Executive Director's appointments will be subject to Selectmen approval so that final responsibility for running the Town rests with an elected Board, not a single appointed official. Duties of the EDGGS should include:

1. fiscal management;
2. budget preparation and oversight;
3. personnel management and labor relations
4. purchasing
5. capital improvements programming;
6. coordination of board and commission activity;
7. preparation of information for policy deliberations by the Selectmen.

F. LONG-RANGE PLANNING COMMITTEE

The TGSC recommends the creation of a Town-wide Long-Range Planning Committee to integrate and standardize all of the long range planning activities required to effectively manage the Town.

To facilitate the process, the Committee should promulgate and regularly update a set of planning assumptions (e.g. population growth and demographics; regional State and Federal revenue programs; inflation) which should be used throughout the planning process. The Committee should look five years into the future and consider the physical, financial and service requirements of the Town. Thus the plan should include, but not be limited to:

- °overall space, land use, development and zoning needs;
- °utility requirements (electric, sewer, water);
- °Infrastructure (roads, bridges, buildings);
- °capital requirements & financing alternatives;
- °operating budget trends;
- °anticipated changes in service requirements;
- °revenue requirements & sources.

As a minimum the Committee should be comprised of the Executive Director of General Government Services, the Superintendent of Schools, Head Librarian, and the Director of Financial Services. The Implementation Committee should work out the specifics of additional membership along with the frequency with which the plan should be prepared. Finally, the Implementation Committee should develop the mechanism through which the Long Range Planning Committee interacts with the major elected boards.

G. ADVISORY COMMITTEE

The TGSC did initially question the appropriateness of an appointed board assuming a policy making function by determining budget priorities. However, aside from the concern for the

Advisory Committee's workload, there appears to be reasonable satisfaction with the role played by Advisory. About 2/3 of respondents wanted Advisory to remain involved in establishing budgetary guidelines and advising TM on all warrant articles including budget articles. About an equal number of people also wanted a professional manager, reporting to the Selectmen, responsible for budget preparation and coordination. Thus, the role of Advisory is essentially unchanged in concept. The TGSC anticipates that implementation of its proposed changes will reduce Advisory's workload. The Executive Director should streamline and coordinate the budgetary process, and should conduct critical reviews to enhance operating efficiency.

H. TERMS OF OFFICE

The TGSC recommends that no elected or appointed Board/Committee member or individual officer could hold the same office or position for longer than three (3) consecutive terms with the exception of the Planning Board which should remain at five (5) years. The Moderator would be elected to a three year term as are other elected officials.

I. FISCAL IMPACT

An important issue considered by the Committee in its deliberations has been the potential financial ramifications of any changes. In order to get a credible assessment, the TGSC decided professional input was required. The Committee, therefore, consulted the Massachusetts Municipal Association. Determining dollar costs of the proposed changes is a speculative exercise. In general, however, major changes in a town's form of administration do not result in major cost increases to a town. In fact, these increases are easily offset by the ultimate increase in effectiveness and responsiveness of government to citizens' concerns. The MMA has advised us that the proposed changes should ultimately result in some financial efficiencies which may well offset the cost of adding the position of Executive Director of general government services.

To quote Mark E. Morse of the Massachusetts Municipal Association:

"In conclusion, it appears that the Town Government Study Committee's recommendations address most of the major concerns and issues identified by the committee. Providing for a centralized administrative structure with a strong board of selectmen establishes a structure which should improve departmental cooperation, long range planning, and budget priorities. Accountability to the public should be enhanced because ultimately the Executive Director and the Board of Selectmen can be identified as those responsible for failure in

governmental operations and service delivery. A more centralized structure should enable the town to respond to the increasing complexities in local government."

VI. IMPLEMENTATION

The Town Government Study Committee recommends the establishment of an Implementation Committee to accomplish the proposed changes in Wellesley's government. This seven member committee is to be appointed by the Moderator. Two members of the Implementation Committee shall focus on the integration of the Department of Public Works into the new organizational structure. The Implementation Committee shall report to the 1987 Annual Town Meeting.

The Implementation Committee shall determine:

- A. the composition and size of advisory boards;
- B. the job description and salary range of administrative and managerial positions;
- C. the transition process i.e. timing, steps, and phases
- D. necessary by-law and statutory changes.
- E. provisions for future modifications.

In addition, the Implementation Committee shall refine the responsibilities and procedures of new groups such as the Long Range Planning Committee and the Nominating Committee; and it shall refine the procedures for coordination and communication among elected boards.

The Town Government Study Committee is convinced that professional assistance is imperative during this process. Therefore, the TGSC requests the appropriation of \$15,000 for management, consultant, legal and secretarial services.

The services provided would include:

Historical, comparative or evaluative research on particular organizational issues;

Drafting of by-laws, special acts, warrant articles and related documents to effect organizational and modification;

Review and evaluation of documents already prepared;

General advice and counsel provided via telephone and/or written responses to general or specific questions.

CONCLUSION

The Town Government Study Committee recognizes that it is asking the citizens and officials of Wellesley to consider significant changes to the status quo. However, Wellesley has always been in the forefront of progressive government. For example, Wellesley was one of the first towns to go from an open Town Meeting to representative Town Meeting, and to provide a consolidated Department of Public Works. It is with this historical perspective and an eye to future needs that the TGSC suggests these recommendations for consideration.

Respectfully Submitted,
The Town Government Study Committee

Richard L. Seegel, Chairman
Jack Hester, Vice Chairman
Theodore Parker, Vice Chairman
Elizabeth Bachman
Nancy McLaren
Maxwell Morton
Katheryn Mullaney
David Sargent
Donna M. Stone

APPENDIX A

THERE BE ESTABLISHED A 9 MEMBER COMMITTEE TO BE APPOINTED BY THE MODERATOR TO BE KNOWN AS THE TOWN GOVERNMENT STUDY COMMITTEE; THAT THE COMMITTEE BE DIRECTED TO STUDY AND MAKE RECOMMENDATIONS ON SUCH ISSUES AS THE STRUCTURE OF TOWN GOVERNMENT, THE QUANTITY AND COMPOSITION OF ELECTED AND APPOINTED BOARDS AND COMMITTEES, THE CONSOLIDATION OF OVERLAPPING JURISDICTIONS, THE ROLE OF THE ADVISORY COMMITTEE, THE SIZE OF TOWN MEETING, AND ANY OTHER TOPIC RELATED TO TOWN GOVERNMENT THAT THE COMMITTEE DEEMS APPROPRIATE; THAT THE COMMITTEE HOLD PUBLIC HEARINGS; THAT THE COMMITTEE REPORT ITS FINDINGS TO THE 1986 ANNUAL TOWN MEETING; AND THAT THE SUM OF \$1,000 BE APPROPRIATED FOR THE USE OF THE COMMITTEE.

TOWN GOVERNMENT STUDY COMMITTEE QUESTIONNAIRE

APPENDIX B

STRONGLY AGREE
AGREE
DISAGREE
STRONGLY DISAGREE
INSUFFICIENT KNOWLEDGE

PART A

To what extent do you agree or disagree that:

1. In general, Wellesley's form of government is the most effective way to run the town.	12%	45%	27%	15%	285
2. Wellesley's primary reliance on volunteers to run Town Government is still effective in the 1980's.	11%	46%	30%	13%	248
3. The needs of the citizenry are sufficiently responded to by:	11%	50%	29%	10%	339
A. Town Meeting Members					
B. Other elected officials (e.g. Selectmen, Library Trustees, School Committee, Board of Public Works)	12%	60%	21%	6%	364
C. Appointed officials (e.g. Advisory Committee, Permanent Building Committee, Capital Budgeting Committee)	11%	57%	25%	8%	432
D. Town employees	12%	64%	17%	7%	447
4. The responsibilities of Town Boards and Committees are clearly defined.	6%	44%	38%	13%	672
5. Communication among the various Town Boards and Committees is adequate.	3%	29%	48%	21%	725
6. The present system for setting annual budget priorities for the Town is effective.	6%	44%	35%	16%	556
7. The present system of setting long range planning goals is effective.	5%	38%	40%	18%	635
8. The complexities of Wellesley's government today require more professional management.	33%	34%	24%	9%	311

PART B

1. *Concern* - Town Meeting Members (TMMs) are not as well informed as they should be and they do not take their responsibilities seriously enough (e.g. approximately 200 out of 240 TMMs have attended each of the regular sessions of Town Meeting over the past year and those who do attend often leave early).

To what extent do you agree or disagree with the above statement? 18% 47% 28% 7% 547

To what extent would you agree or disagree with each of the following potential solutions?

A. Town Meeting should be eliminated.	6%	10%	50%	35%	298
B. The size of Town Meeting should be reduced.	10%	38%	35%	17%	389
C. There should be a minimum attendance requirement for each TMM.	34%	54%	8%	4%	235
D. Town Meeting should remain unchanged.	9%	25%	44%	22%	446

PART B (Continued from page 1)

	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	INSUFFICIENT KNOWLEDGE
2. <i>Concern</i> - Since the advent of proposition 2½, the Advisory Committee has set budget priorities and guidelines and has influenced the Town's longer range goals. Because of these activities, Advisory, an appointed rather than an elected body, has become the strongest policy making group in Town.					
To what extent do you agree or disagree with the above statement?	18%	63%	16%	3%	649
To what extent do you agree or disagree with each of the following potential solutions?					
A. An expanded Board of Selectmen should be responsible for all budget priorities in both immediate and long range issues.	10%	35%	40%	15%	545
B. The Advisory Committee should continue to establish guidelines for each department.	8%	57%	25%	10%	520
C. Initial budget preparation should be allocated to a professional manager implementing policy set by the Selectmen.	24%	42%	22%	12%	446
3. <i>Concern</i> - Advisory's heavy workload contributes to the substantial turnover in the committee's ranks. In two of the last four years more than half the committee has been new (rather than the programmed one third, i.e. fifteen members to serve staggered three year terms). This lack of continuity is undesirable particularly if Advisory continues to set policy and priorities.					
To what extent do you agree or disagree with the above statement?	28%	58%	11%	3%	551
To what extent do you agree or disagree with the following solutions?					
A. Advisory should be provided with a paid budget analyst.	12%	47%	30%	12%	577
B. A professional manager reporting to the Selectmen should initiate and coordinate the entire budget process. Advisory would retain its role as advisor to Town Meeting on all Warrant articles including budgetary requests.	26%	42%	22%	10%	453
4. <i>Concern</i> - Wellesley's present government has many independent boards (see Organization Chart). There is insufficient coordination and supervision of their activities.					
To what extent do you agree or disagree with the above statement?	30%	51%	16%	4%	650
To what extent would you agree or disagree with each of the following potential solutions?					
A. Many current boards should be combined or eliminated.	24%	54%	18%	4%	555
B. Many boards, currently elected, should be appointed.	7%	28%	47%	19%	653
C. The Board of Selectmen should have expanded jurisdiction and remain at its present size (three members).	8%	26%	50%	17%	578

PART B (Concern #4, continued from page 2)

	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	INSUFFICIENT KNOWLEDGE
D. The Board of Selectmen should have expanded jurisdiction and be increased in size to handle the increased responsibility and workload.	11%	43%	35%	12%	453
E. A highly qualified, well paid professional Town Manager/Administrator should be appointed by the Selectmen to conduct Town business on a day to day basis.	35%	32%	19%	13%	305

PART C

1. How long have you lived in town?

0 - 3 yrs. **10%** , 4 - 7 yrs. **12%** , 8 - 11 yrs. **11%** , 12 yrs or over **67%** .

	YES	NO
2. Do you currently have children in the Wellesley Public Schools?	25%	75%
3. Have you ever had children in the Wellesley Public Schools?	66%	34%
4. Have you ever served in Town Government in Wellesley?	22%	78%
5. Have you ever served in Town Government in any other town?	11%	89%
6. Would you be willing to run for an elected office?	29%	71%
7. Would you be willing to serve on an appointed Town Committee?	60%	40%

OTHER COMMENTS: _____

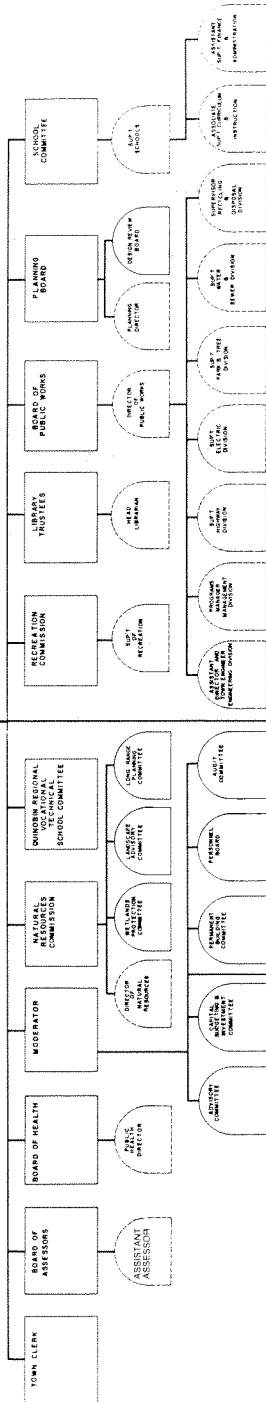
Thank you for your assistance.



TOWN OF WELLESLEY ORGANIZATION CHART

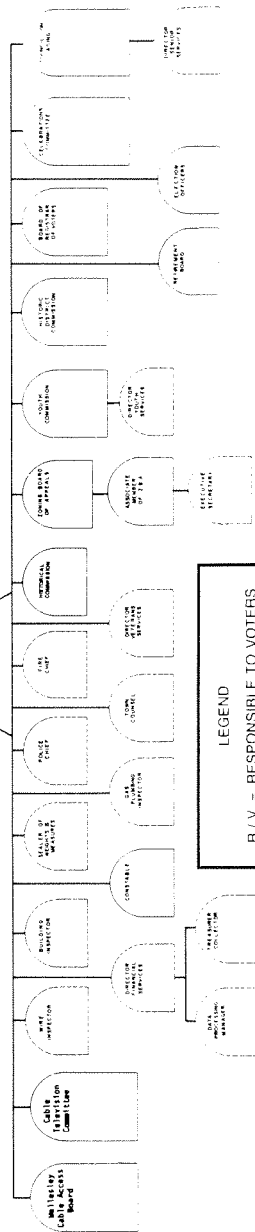
VOTERS

TOWN MEETING
240 Members



SELECTMEN

SECRETARY



LEGEND
R/V = RESPONSIBLE TO VOTERS
R/S = RESPONSIBLE TO STATE
() = TERM OF OFFICE EXPIRES
X = CHAIRMAN
E = ELECTED OFFICE
A = APPOINTED OFFICE
E = TOWN EMPLOYEE

Average Attendance at Regular Town Meeting Sessions
1973-1985

TOWN MEETING MEMBERS
IN ATTENDANCE

240

230

220

210

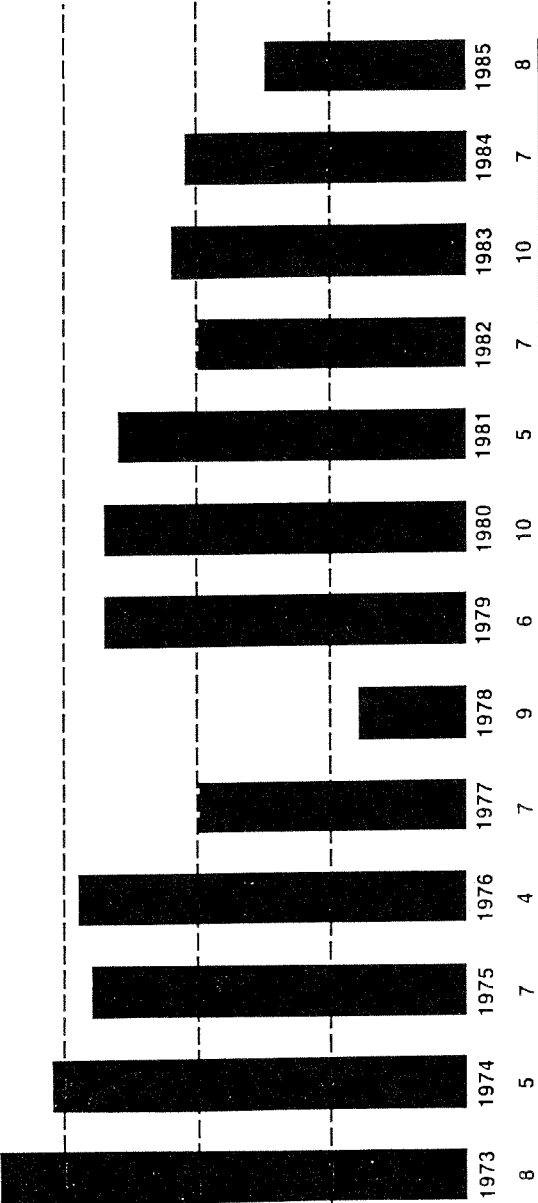
200

190

180

SESSIONS: 8

1973 1974 1975 1976 1977 1978 1979 1980 1981 1982 1983 1984 1985

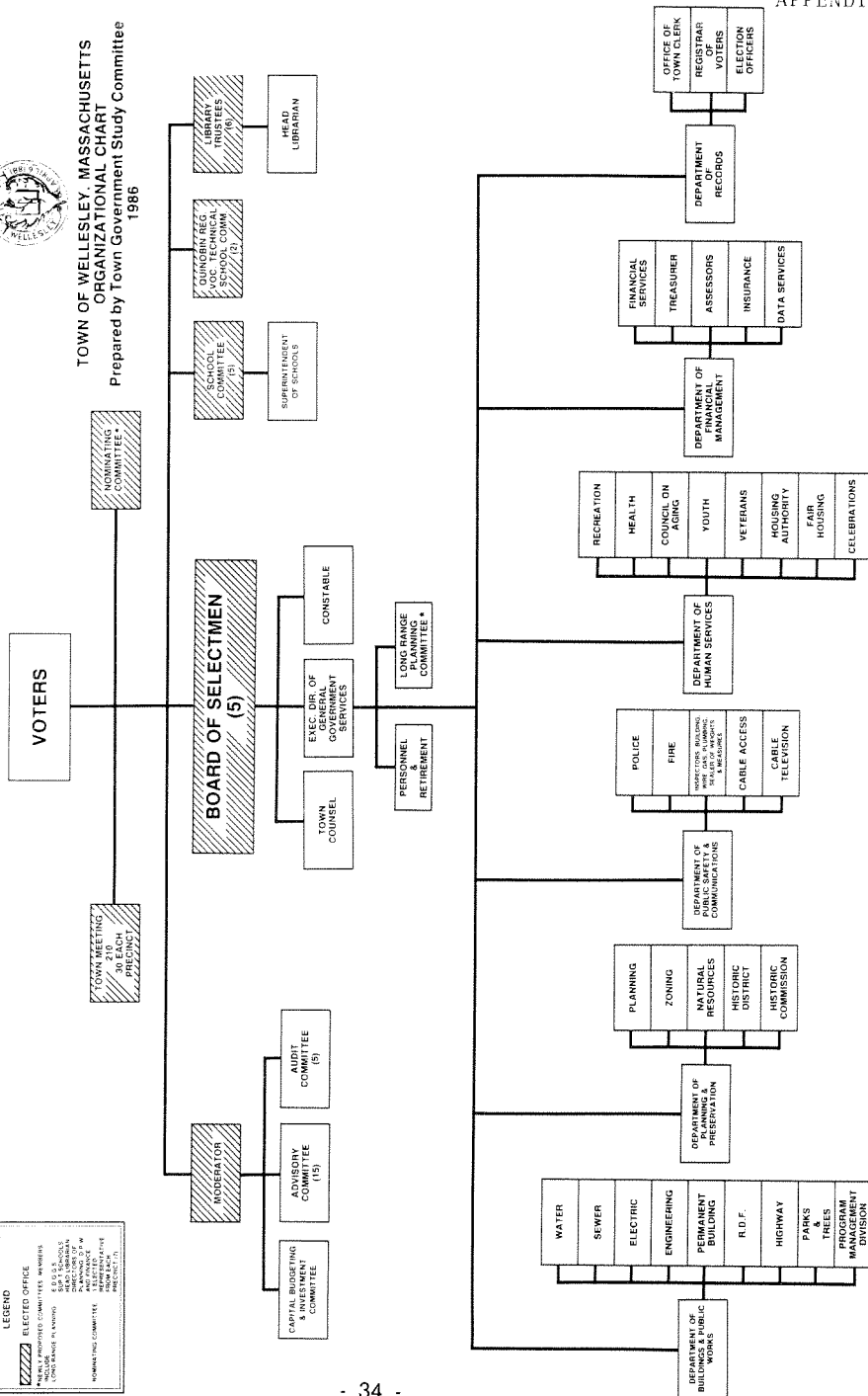


APPENDIX D

Prepared by Town Government Study Committee, 1986.



TOWN OF WELLESLEY, MASSACHUSETTS
ORGANIZATIONAL CHART
Prepared by Town Government Study Committee
1986



APPENDIX E